



City of Victoria



July 2025

RE: OCP Amendment, Rezoning and Development Permit Application for a Comprehensive Development Project at Fort/Broughton/Quadra

Dear Mayor and Council,

Pacific Arbour Six Ltd., with support from Low Hammond Rowe Architects and Wiser Projects, is pleased to share this rezoning and development permit package for a comprehensive mixed-use development of 329 new dwelling units and private and public amenities at the corner(s) of Fort, Broughton, and Quadra Streets.

PARC had previously submitted a rezoning and development permit package to the City of Victoria for a PARC Retirement Living development. Pacific Arbour Six (PA6) is closely affiliated with PARC Retirement Living and is now seeking to develop a broader mixed-use development that meets more diverse community needs on this site. While there remains a demand for seniors' housing in the region, this overview outlines how the vision of the project has shifted to include not only seniors' rentals, but two additional multi-family buildings.

Based on the market characteristics noted by the PARC team, Pacific Arbour Six is reimagining the vision of their property at Fort, Broughton and Quadra from a retirement/exclusively seniors' program to three buildings that complement each other and the neighbourhood. Over 20 massing scenarios were developed, assessed, refined, and finally winnowed to the current proposal. This proposal was influenced by community need and demand and DRA priorities, current and anticipated City policies, early conversations with staff and other owners in the neighbourhood, including applying lessons learned from the previous application.

Site Context

The site is located 846, 854, and 856 Broughton Street and 829, 825, 841, 849, and 891 Fort Street and spans the length of the Quadra block between Fort and Broughton.

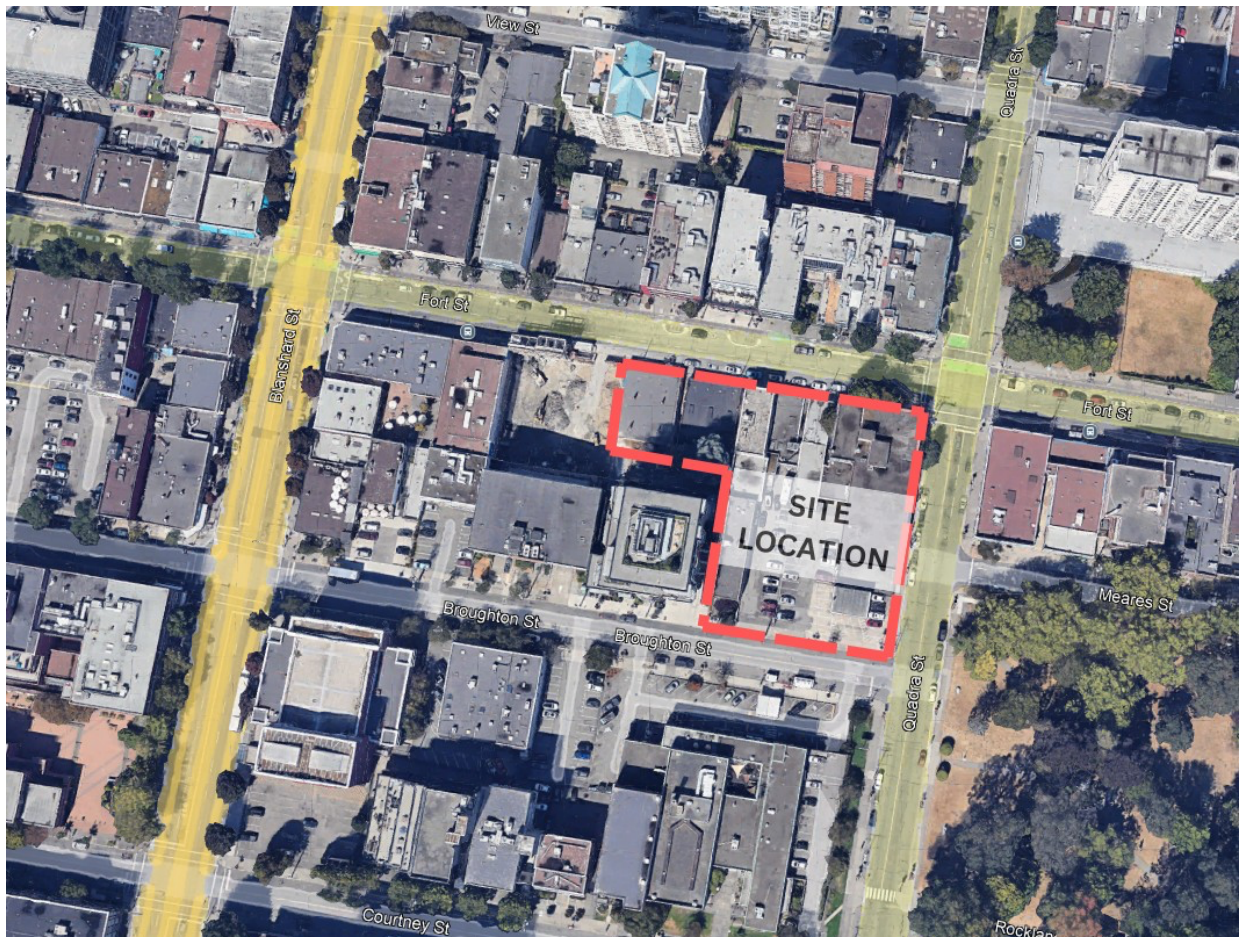


Figure 1: Site Location

Project Vision

The vision for the project is to create a quality precinct for multi-generational living with an active urban plaza that offers a mix of uses for visitors, residents, and the existing community alike. The site lends itself to this vision by:

- Presenting an opportunity to provide a significant housing contribution that is unique in its ability to fill a wide variety of resident needs from secured senior's rental to family-oriented units and associated family amenities such as childcare on site
- Neighboring diverse built and green infrastructure that support multi-generational living including Pioneer Square, Christ Church Cathedral Precinct, social, health, and community services
- Offering an opportunity to contribute to and increase the existing neighbourhood strengths through a new public plaza that considers public safety, urban forestry, pedestrian connectivity, and green infrastructure



The project vision is best realized by the proposed design through thoughtful consideration of the site and policy constraints, including:

1. Creating quality long-term living units while maintaining building separation, livability through natural light and access to greenspace for each resident
2. Responding to the housing needs across generations
 - This project delivers 126 2-bedroom and larger family-sized units with associated amenities such as childcare, year-round living via south facing terraces, and proximity to a K-8 school across the road
3. Delivering a significant contribution to the urban forest canopy in a hard-scaped environment with little connectivity between existing green assets
 - Realized through a Garry Oak ecosystem planting plan

Considering the items above, the building form and site plans evolved over many iterations with input from neighbours, City staff, and community needs analyses, including the CALUC engagement. The following principles, derived from this process, connect the vision to the proposed plan and have guided decision making throughout.

1. Fostering active aging and community building through a multi-generational development

- Provide a wide diversity of unit types, layouts, tenure and costs to attract residents to Downtown in a way that has not yet been realized in Victoria
- Proactively plan for these users' needs such as social support and accessibility for seniors and childcare and green space for young families, instead of being reactive to those needs
- Provide floor plans that allow for work-from-home or active seniors' needs
- A generous, south-facing patio in the Fort Street Seniors Residence on Level Two provides space for a mix of programs, allowing for activities such as quiet relaxation, dining, gardening and gathering
- Designing for childcare spaces: outdoor play spaces provide air and sunshine for children attending the childcare. A mix of quiet areas and active play spaces are provided, all surrounded by planting and child-friendly gardens

2. Contribute substantively to the public, urban realm

- Add green infrastructure to the area
- Provide high quality public spaces with urban art as a priority
- Provide respite in a significantly hard-scaped area



- Create generous street frontages that meet all users' needs while considering future transit plans

3. Building form and material quality

- Articulation of the massing as a response to context
- Articulation of massing and façade to break up scale of buildings
- Use of quality, energy performing cladding materials
- Incorporation of extensive on-building planters to bring natural landscape above grade

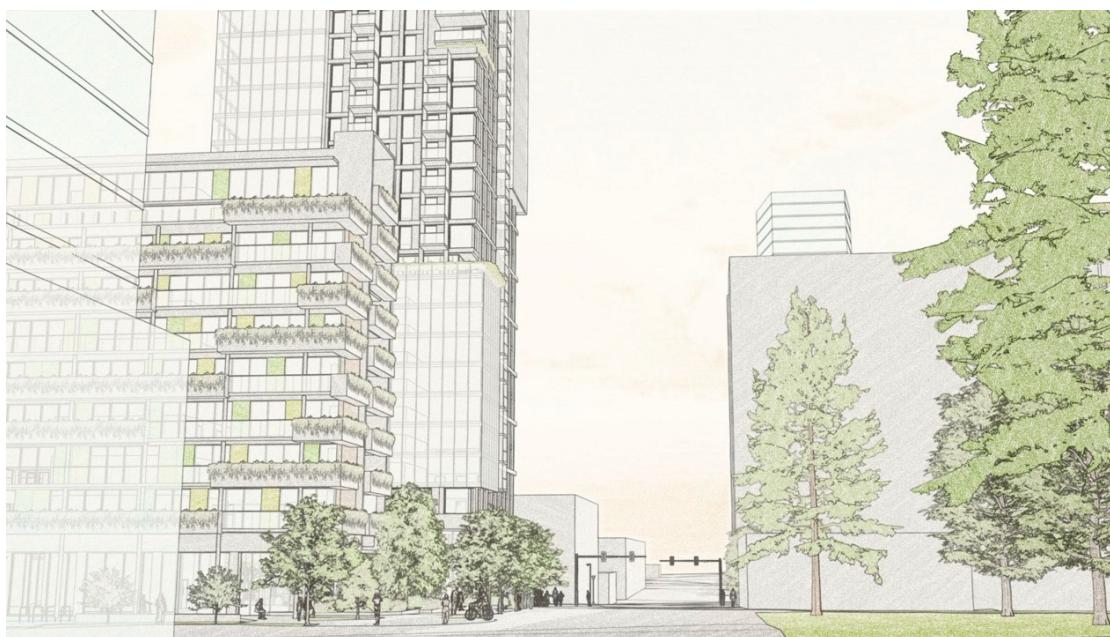


Figure 2: View from Quadra and Rockland Avenue facing North

Table 1: Proposed Project Data

Building	Broughton/Quadra	Fort Street	Quadra/Fort	Totals
Net area	6,628 m ²	9,470 m ²	17,398m ²	33,496 m ²
Units	50	112	167	329
Height	10 storeys	11 storeys	27 storeys	
Proposed FSR				6.48
Land Use Designation	Core Residential			
Zoning	CHP-CR and CHP-OB	CA-2	CA-2	
Proposed Parking	226 vehicle 429 bicycle + 40 short term bicycle			



Architectural Design

The project envisions a precinct with three independent buildings that share an underground parkade while expressing their own distinct but related design personality. The program for this new application includes 329 new homes in addition to a second-floor childcare and ground floor commercial space. The homes are divided into approximately one third rental (55+ active aging), and two-third family and work force-oriented strata. Significant open, plaza space is proposed between the three buildings, allowing public pedestrian access and circulation between Fort Street and Quadra Street and increasing the permeability of the site. The plaza is located between the tower and the Broughton building – accessible from both Fort Street and Quadra Street. Two major commercial units face each other across this space, making them ideal for restaurant or café tenants.



Figure 3: Neighbourhood context for future development with approved and in progress projects in blue surrounding proposed project



Additional terraces along the Quadra and Broughton frontages can support similar uses, as well as providing generous landscape opportunities, reflecting the park-like character across the street. The building forms consider current and anticipated future development in the area, but also the historical context of Fort Street and the transitory area between Downtown and Fairfield.

The three buildings will share an underground parkade, with access currently proposed from Broughton Street. The three proposed buildings and programs include:

Active Aging Housing: Fort Building

The building on the north-west corner of the site will be a seniors oriented, active aging rental building.

- Program Overview
 - 11 storeys
 - 94 one-bedroom units; 18 two-bedroom units; totaling 112 secured rental units
 - 9,470 m² net area
- Housing: Active seniors, with an average age of late 60s through mid 70s who are seeking an urban, downsizing opportunity with few health care supports needed regularly. Fully independent units with in-suite laundry, full kitchens and sizes that allow for downsizing singles or couples.
- Activities: Wide array of activities organized by residents or by management to build a sense of community.
- Services: Unbundled or à la carte services will be available, not specifically health care related. This includes catering or restaurant opportunities on-site.
- Amenities: Fitness spaces and open and private areas for social functions. A childcare facility is located on the second floor with its own entrance from Fort St and vertical circulation separate from the rental building. Its outdoor play area is located on the second-floor deck overlooking the central plaza.
- Costs: More affordable for consumers as lower building costs due to fewer amenities and on-site staff. Length of stay much longer than in Independent Living communities or even multifamily properties.
- Target residents: Active 55+ seniors. This population between the age of 55 and 74 will increase by 23% in the period between 2021 and 2046. There is little housing directly targeting these residents, especially those who are willing to downsize but no market product exists for them to leave their single-family home and sell to future generations.



Fort/Quadra Building

The introduction of a taller building at the north-west corner of the site, Fort and Quadra Street, allows for a rebalancing of floor area and the division of the program into three separate buildings. This breaks down what would otherwise be a continuous street wall with superficial scale-giving form. The multi-building strategy has the benefit of additional exterior- and interior-facing surface frontage for the homes and allows for a significant active semi-public space in the centre of the site.

- Program Overview
 - 27 Storeys, 17,398m² net area
 - Unit Mix: 56 one-bedroom; 36 one-bedroom plus den; 28 two-bedroom; 25 two-bedroom plus den; and 22 three-bedroom or larger units; totaling 167 units
- Housing: Strata/Condo
- Amenities: Resident amenities are still being determined. These will be located on the second floor, with a generous south-facing covered outdoor deck overlooking the central plaza. Commercial spaces will be provided on the ground floor, both facing the public street and the interior plaza.

Broughton Residence

South of the Fort/Quadra Building, another 10-storey residence is envisioned. Its lower height and significant setbacks respond to Pioneer Square, the cemetery, and the Cathedral, allowing for the view cone to open up south on Quadra Street.

- Program overview
 - 10 storeys, 6,628m²
 - Unit mix: 9 one-bedroom; 8 one-bedroom plus den; 10 two-bedroom; 2-two-bedroom plus den; 21 three-bedroom; totaling 50 units
- Housing: strata condo
- Amenities
 - Residential amenity patio supporting family-oriented living and increasing setbacks and separation from existing Escher residents
 - Substantive residential terraces and balconies along the entire south face, creating year-round living and gardening opportunities
 - Commercial units facing the interior plaza, activating the space



Neighbourhood and Impact

Through previous project iterations and staff and community engagement, the consideration of public and resident safety through design was strongly considered. The changing local neighbourhood environment, since



Covid in particular, has shone a light on the need for transparent, secured, safe spaces for all users of the area, including to encourage visitation to this subregion of downtown. The public realm and specifically quality of materialities, hard and soft landscaping plans, committed and targeted ground floor uses, and focus on pedestrian and street-level engagement works to respect neighbourhood concerns.

Consultation and Engagement Process

The team has consulted with staff in various departments over the last year of application development, including applying lessons learned from the previous submission. The formal pre-application feedback has been considered and applied to this submission, including from a fall 2024 conversation with the Downtown Residents Association and the CALUC process, direct neighbours, and adjacent land and development owners. The updated application reflects what the project team has learned through this process, with the following key design updates:

- Privately owned public space: questions were raised about who will manage this area and how it will be secured, highlighting concerns regarding the upkeep and safety of the plaza.
- The design team has planned to incorporate security gating from the outset of the project and liaise with City staff and other POPs in the City to apply lessons learned regarding on-going security and safety measures.



- Urban Forest: prioritizing urban forests that reflect Garry Oak ecosystems and mature trees to support cooling and shading were requested, as was retaining existing trees between the current buildings.
- The design team has included Garry Oak ecosystem plantings in the proposed plan, including in private but publicly viewable terraces and balconies, and in the boulevards and public plaza.
- Access and maintenance areas: concerns regarding the open-air drive-aisle between the Broughton building and current Escher building were raised.
- The design team has incorporated a trellis system to screen the vertical and horizontal aspects of the drive-aisles that will include year-round greenery.

Landscape, Urban Forest and Public Realm

Landscaping will be a key component of creating attractive, interesting, and comfortable places for both residents and the public to walk and linger in. Key features of the landscape vision for the street-level public space include:

- Promoting urban nature: planted boulevards, trees and a diverse planting palette provide a dose of nature in the heart of the city.
- A dense mix of small trees, vines and groundcovers provides an 'urban wild' aesthetic for the project. Wildflowers, grasses and ornamental pollinator plants provide insect habitat while creating a dynamic, ever-changing flowering landscape.
- Rain planters and boulevard rain gardens treat rainwater before it enters the municipal storm pipe system. Rain gardens are planted with a mix of evergreen and deciduous plantings, providing winter interest.
- Planters on upper levels allow for plants to drape down and green the plaza and other street facades.





- A sedum roof provides green views from above.
- Improving street frontages: Boulevard rain gardens and planting areas, street trees and furnishings, including seating and bike racks in corner bump-outs help to activate and improve the pedestrian experience.
- Privately owned public space: The commercial units spill onto a small privately owned plaza scaled for intimate public events.
- A sculptural stage provides seating and performance space and serves as the focal point for the plaza. The stage allows for a variety of programs to take place in the plaza, providing year-round activation.
- The plaza space is rich with plants, providing a respite from the urban environment. For security purposes, the plaza area can be designed to be locked at night.
- Defining spaces using a variety of surfacing materials: A variety of paving types help to define the different uses on the ground floor including sidewalks, building entries and pedestrian plaza spaces and within the street frontages, use New Town Design standards.
- Providing rooftop outdoor spaces for residents of all ages:
 - A large outdoor active play area is planned for the childcare.
 - A common exterior play space and gathering area is included adjacent to the Broughton Building amenity space.
 - Communal and private patios, gardens and planting provide quality outdoor spaces for seniors.
 - Many units in the Broughton Building have extensive terraces, which are





designed to be draped with plantings that soften the view from within the units and from the street.

Policy and Guidelines

The site finds itself still reflecting of the Fairfield Neighbourhood Plan until its inclusion into the Downtown area is formally adopted. Therefore, the site is currently designated as Core Residential, which encourages residential uses alongside commercial uses on the ground floor facing parts of Fort Street, Blanshard Street and Quadra Street. The base density for the site is 2.0 FSR, with opportunity for bonus density of 5.0FSR.

The plan indicates a possible building height of up to 30-37.5 metres (10-12 storeys) in blocks bounded by Blanshard Street, Fort Street, Quadra Street and Courtney Street with sufficient separation of towers. The plan further outlines that mixed-use buildings should be set close to the street along Blanshard Street and Fort Street, with smaller storefront modules responding to context. Upper floors above the street-wall should step back. Parking should be located to the rear, in a structure or underground.

Emerging Policy – Victoria 2050 – Big Moves

The City is now reviewing its 2050 Visionary OCP that reflects the increasing urban residential demand and need for a balance of diversity of unit types, tenure, and preservation and enhancement of amenities for these new residents. This proposal responds to the current emerging policy through:

- Fort Street: Form direction is focused on low-rise forms that preserve and highlight heritage assets particularly in the historic core. The Fort Building considers this closely in the massing and repetitive program, appropriate to the length and scale of the street front.
- Mid-rise and tall building forms are located to maximize harbour views and support the urban amphitheater concept, tapering up from the harbour and historic core and back down toward the outer shoulders of the core
- Height tapers away from downtown and adjacent buildings
- Land use focus includes multi-unit residential and mixed uses, embracing a diversity of tenures across the three buildings.
- The OCP is undergoing transition with boundary adjustments, and the Downtown Core Area Plan (DCAP) needs to be updated to reflect something similar to the density and height guidelines from the Fairfield Neighbourhood Plan



Family Housing Policy

This project exceeds the adopted Family Housing Policy requirement of a minimum of 30% of the units being two bedrooms or more and a minimum of 10% of units being three bedrooms or more for stratified projects; the proposal includes: 35% 2 BR or more and 13% 3 BR units, including consideration of the active aging building.

Approach to Heritage

While there are no heritage assets on this site, the Fort Street context has been considered, as has the future policy direction which suggests that it should be ensured that “adjacent redevelopment is context sensitive and responsive”. The site is also not adjacent to registered or designated heritage property according to Map 30 DCAP. However, the site shares its block with one heritage designated building on the west end of Fort Street.

Downtown Core Area Plan (DCAP) July 2022

The proposed development aligns with and responds to the DCAP in the following ways:

- Increase in density is offset by key public amenities, including streetscape improvements, childcare at below market rates, affordable seniors’ units, and a public plaza
- The buildings have been designed with a defined base, middle (tower), and top to integrate into urban environment
- Setbacks and step-backs have been incorporated to create human-scaled streetscape particularly on Fort Street
- Access to sunlight and sky is provided through open spaces, substantive building separations, and a variety of building heights
- Shadowing is minimized on adjacent properties and street at key daylight hours
- A privately owned public space (POPS) is included to help meet the demand for





open space and public realm improvements

- Pedestrian-friendly streetscapes are provided that are inviting and active
- Public outward view (cones) along Quadra Street Corridor:
 - Vantage point is Quadra Street at Burdett Street with view orientation south towards the Olympic mountains
 - Considered the location, siting, and design within the specified view corridor to maintain views of character defining elements as seen from the Quadra St at Burdett St vantage point
- Storm water management and urban forest management considerations have been incorporated into the streetscape design
- Substantive increase in the overall urban tree canopy cover to help reduce heat island effects

Project Benefits and Amenities

PARC has decades of experience building and operating private seniors housing and associated services. The private amenity spaces in all buildings proposed learn from these lessons as an experienced operator as to what increases the perceived and real quality of life for long-term residences. Private amenities are crucial for resident success but also neighbourhood success, in that they target the types of residents who will find value in living in this direct neighbourhood and add to the public and commercial value of the area.

Further, the proponent recognizes that a project of this scale must ensure that impacts are mitigated through quality design and materials, as well as through amenities that benefit the surrounding neighbourhood and broader public. Considering the site program, the neighbourhood context, and City of Victoria's policies, the project team is proposing the following for consideration as amenity contributions, with additional contributions may be defined through a land-lift analysis.

Table 2: Proposed Amenities

Amenity	Rationale
Public Plaza	To facilitate pedestrian movement and provide quality public space that can be used for both formal programming and informal gathering, secured through SRW
Childcare space	Childcare spaces are in need across the region, and with



<i>Approx. 4,000 sf, offered at 50% of market rent, secured for a minimum of 10 years</i>	the population expected to continue to increase with in-migration, as well as expected increase in families in the urban core with the City's new Family Housing Policy, this is a prime location for a childcare space. Additionally, the lower cost of rent will increase the likelihood that a childcare business can operate successfully.
Community/public art contribution on site with Indigenous artists	Public art is crucial to add interest and draw the public into a space, creating a safer, more thriving public environment. To recognize the historic and ongoing relationship of Indigenous peoples to this land, Carey Newman has been engaged to support an art program for the interior and exterior of the site.
Zero Carbon target	Increases the sustainability of the development, with a Zero Carbon Emissions Level 4 target.
Inclusionary housing	• Affordable seniors' rental units: 10% of the 112 units are below market to meet City of Victoria affordability criteria • Land lift analysis to determine potential additional contributions to inclusionary housing as cash in lieu, as per request of CALUC
Others being considered	Undergrounding hydro: from previous submissions, City staff understand the complexities, costs and benefits of underground hydro through this redevelopment; conversations around the benefit of this could be explored. Seniors Care: Pacific Arbor Six also takes lessons learned from Covid-19 pandemic into account, specifically around seniors living, quality of care, and mechanical systems. Health and safety through respectful, informed design is being applied to the senior's component of this project.

Active Transportation

Based on staff and community input, mobility through the site supports the Pedestrian Master Plan by improving sidewalk conditions, safety and design. The plan provides diverse bicycle parking facilities in accordance with zoning bylaws and the current Bicycle Parking Strategy. As we also understand there are plans for Quadra Street active transit improvements, further dialogue regarding synergies is welcomed.

Vehicles and Functionality

Considering the proximity to urban services, the site aims to meet the needs of residents who choose to own vehicles, as well as ensure access for servicing needs for the site are PARC Retirement Living



thoughtfully considered. Two underground parking levels of 226 stalls is anticipated, as well as discrete service vehicle access to the interior of the site for waste removal and deliveries. The parkade and service vehicle access has been trellised to provide additional screening and beautification year-round based on CALUC comments. 429 long-term bicycle parking stalls are provided, and 40 additional short-term bike stalls.

Infrastructure

On-site stormwater through green infrastructure has been planned for, as has the potential to underground hydro lines, which is a priority for the City, and neighbourhood. No site constraints for civil servicing, access or operations have been identified to date.

Green Building Features

All buildings anticipate exceeding City of Victoria green building and performance requirements, emissions four, zero carbon performance, demonstrated through the attached energy statement. Additionally, green roofs are identified on the Broughton and Fort residences, as well as passive and natural cooling through soft scaping both at grade, vertically in the public plaza, and for individual residents on terraces and patios throughout the elevations.

Conclusion

The Owner and Project Team have undertaken a rigorous iterative design process to arrive at the proposed density, form, height and ground plane vision. We look forward to collaborating with the City, community, and elected officials on realizing this opportunity.

